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2 September 1949

TO: Mr. Helms

1. The attached draft outlines a general plan for stay-behind agent operations in Germany. A plan such as this can serve:

- a. To guide the field on relative emphases by region and by type of operation.
- b. To clarify operation nomenclature.

2. This plan should be regarded more as a frame of reference than as a directive. As such I feel it can be useful to help clear up several of the uncertainties that remain about stay-behinds as a whole.

3. A similar plan could be prepared for other FBM areas if you wish.

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PLAN FOR STAY-BEHIND OPERATIONS

GERMANY

I. Areas included:

1. Berlin Area.
2. Soviet Zone.
3. American Zone.
4. Other Western Zones:
 - a. Bremen Area only.
 - b. French and British Zones not included.

II. Types of Operation:

1. "Long-term"
 - a. Definition - A stay-behind operation which remains inactive until specifically activated from the operating base. Activation signal can be conveyed by radio (such as "blind broadcast"), by mail with secret writing, or by courier or messenger.
 - b. Purpose - In addition to supplying intelligence upon activation, long-range stay-behinds are essential in the reception of new agents and radio operators and, in general, in the reestablishment of contact between agents or intelligence chains in enemy territory and the operating base.
 - c. Each operation will generally consist of a radio operator, fully trained and provided with signal plans and ciphers as well as radio equipment, capable of serving as communications link for an agent (or agents) who will contact him at the time of activation.

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In some cases there will be a team of an agent and a radio operator, fully trained and equipped.

Note: The radio operator himself will, for security reasons, only in exceptional cases be able to act both as agent, that is intelligence gatherer, and radio operator.

- d. Personnel for such operations must have long-term cover or "stay-ability". Radio contact with them will be from a base outside of continental Europe.

2. "Immediate"

- a. Definition - A stay-behind operation which becomes active immediately upon being over-run, or upon outbreak of hostilities.
- b. Purpose - To report tactical intelligence during the initial phase of occupation or hostilities; to maintain contact with the operating base even though this should move to a new location.
- c. Each operation will generally consist of a radio operator, fully trained and provided with signal plans and ciphers as well as radio equipment. The radio operator will serve as the channel of communication for several predetermined agents or informants who contact him either through cut-outs or, if necessary, directly. Transmissions will be frequent and the location of the transmitter must be changed constantly. The operator and the agents should have plans for dispersal, evacuation or going underground

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ready for the time when stabilization of military or occupation conditions makes further radio contact impossible.

- d. Personnel for such operations can be taken from among those known to be technically competent in radio as they will generally have to work in hiding, that is completely underground, to avoid conscription as well as detection.

3. General Recruitment and Training

- a. Definition - Program of finding and training eligible personnel to serve as agents or as radio operators for either long-term or immediate type operations.
- b. Purpose - A general program is defined because of the difficulty in obtaining and training such personnel, and changes in conditions affecting operations plans. Thus it may not be possible to determine for which type of operation a particular individual will be available until after an appreciable period of training.

4. ~~Signal~~ Burial of Equipment

- a. Definition - Caching of radio transmitter, radio receiver and power adapter equipment, packaged to be resistant to moisture or deterioration, generally in a location easy to describe and where the equipment can be recovered with a minimum of tools and security risk. Note: Signal plans and ciphers together are never buried with radio equipment. One or the other, that is either signal plans or ciphers, could be cached separately. The two together may only be issued or made available to an agent who is fully trained and briefed for a specific operation.

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- (1) Blind burial - Caching without custodian.
 - (2) Live burial - Locating equipment in the custody of a person who is reliable, secure and with good "stay-ability".
- b. Purpose - In general, to locate equipment, particularly for use by immediate stay-behinds, while it is possible readily to transport bulky items into areas which may become restricted or difficult of access. Alternately, to cache equipment which can be made readily available in case of an impending emergency. Note: The key to successful clandestine communications lies in the signal plan and ciphers. With these, an agent can make contact on any type of radio equipment he might be able to locate. Without them, no secure contact is possible regardless of equipment. Thus, extensive blind burials of equipment do not require emphasis. Furthermore, over a long period, the equipment cached may deteriorate and so be unreliable when needed.

III. Nomenclature

1. Operation names will be assigned which will be used to designate specific phases of the stay-behind program.
Note: The names "ZEBRA", "YOKE", "XRAY", etc. are listed pending assignment of proper code names.
2. The agent cryptonym will be retained as the sole reference to a particular agent team or radio operator, unless a

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new cryptonym is assigned to the agent team. (Terms such as WRINKLE/ABLE will not be used).

IV. Operation Plans

<u>Name</u>	<u>Area*</u>	<u>Program</u>
1. <u>"Long Term"</u>		
WRINKLE	Berlin	Five (5) Stay-behinds
ZEBRA	Soviet Zone	Three (3) Stay-behinds established from Berlin
YOKE	Soviet Zone	Two (2) Stay-behinds established from AMZONE
XRAY	AMZONE:	Stay-behinds as follows:
	Frankfurt region	Two (2)
	Karlsruhe region	Two (2)
	Stuttgart region	One (1)
	Munich region	Two (2)
	Regensburg region	One (1)
	Nurnberg region	One (1)
	Wurzburg region	One (1)
	Kassel region	One (1)
WILLIAM	Bremen	One (1) Stay-behind
(Total "Long Term" - 22)		
2. <u>"Immediate"</u>		
VICTOR	Berlin	Two (2) Stay-behinds
UNIT	Soviet Zone	Two (2) Stay-behinds established from Berlin
TARE	Soviet Zone	Two (2) Stay-behinds established from AMZONE
SAIL	AMZONE:	Stay-behinds as follows:
	Frankfurt region	Two (2)
	Karlsruhe region	One (1)
	Stuttgart region	One (1)
	Munich region	One (1)
	Regensburg region	One (1)
	Nurnberg region	One (1)
	Wurzburg region	One (1)
	Kassel region	None
ROGER	Bremen	(None now planned)

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<u>Name</u>	<u>Area*</u>	<u>Program</u>
3. <u>Other Plans</u>		
KIBITZ		General program of recruiting and training agent radio operators for stay-behind operations.
VULTURE		General program of burial of radio equipment in all areas, in preparation for stay-behind operations, as follows:
	Berlin	Six (6) sets
	Soviet Zone	Ten (10) sets
	AMZONE:	22 sets as follows:
	Frankfurt region	Four (4)
	Karlsruhe region	Four (4)
	Stuttgart region	Four (4)
	Munich region	Two (2)
	Regensburg region	Two (2)
	Nürnberg region	Two (2)
	Würzburg region	Two (2)
	Kassel region	Two (2)
	Bremen	Two (2)
	(Total number of sets - 40)	

*Exact locations to be determined.